TAB

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22 October 1965

TERMS OF REFERENCE FOR PROGRAM PLANNING

PURPOSE

1. The purpose of this project is to establish a framework for the preparation of __Program Planning Guides__ which (a) establish __Goals__ for Agency accomplishment over a time period of not less than five years, and (b) describe __Program Plans__ designed to accomplish these goals.

THE PROCESS

2. The preparation of Program Planning Guides is the first phase in the Agency's integrated planning, programming, budgeting cycle. Attachment 1 describes this cycle.

3. Program Planning Guides will be continuously reviewed. They will be formalized annually for approval by the DCI. They will then constitute the broad, authoritative base for the development, preparation and execution of the Agency annual budgets.

4. The __Goals__ to be contained in Program Planning Guides will be derived, initially, from planning documents which already exist. These are:

    a. The CIA Long Range Plan and Annexes

    b. The CIA Five Year Forecast for 1965 (required annually by the Budget Bureau)

    c. The CIA FY 1967 Operating Budget Estimate

5. Beginning on 22 October O/PPB and Directorate Planning Representatives will analyze the materials in a., b., and c. above. From this analysis will result the formulation and statement of Agency long range __Goals__ (i.e., generally focused on the 1966-71 period but not restricted to that time period). These __Goals__ will be referred to the four Directorates (DD/P, DD/I, DD/S&T and DD/S) by 10 November. The Directorates will then take the following actions:

    a. Review the long range goals,

    b. Prepare additional Goals*, if required, and

    c. Describe Program Plans required for accomplishing the Goals in a. and b. above.

6. The results of the Directorates' work described above will be submitted

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    * Additional goals prepared by Directorates for the period prior to 1968 must be consistent with their 1966-1967 goals submitted 30 September 1965 to the Budget Bureau.

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to O/PPB by 10 December 1965. O/PPB, working with Directorate Planning Representatives, will review and integrate Goals and Program Plans and prepare Program Planning Guides for submission to the Executive Director by 17 January 1966 for review and approval by the DDCI and DCI.

ORGANIZATION

7. Goals will be formulated to coincide with established CIA "activity categories." That is, Goals will be aligned as appropriate under one cf the following categories. These Categories and Subcategories have been approved by the Bureau of the Budget in accordance with BOB Circular 66-3 paragraph b., page 12.

    a. Collection of Intelligence (See paragraph 8 below)

       Covert
       Overt
       Technical

    b. Production of Intelligence (See paragraph 8 below)

    c. Photo Interpretation

    d. Covert Action (See paragraph 8 below)

       Paramilitary
       Political and Psychological

    e. Research and Development (See paragraph 9 below)

       Advanced Technical
       Agent Oriented
       Communications
       Electronics Intercept
       Photo Interpretation

    f. Program Wide

       Executive Direction and Control
       Communications
       Reference Services
       Security
       Support Services

8. Goals prepared under the Subcategories of Covert Action, Collection of Intelligence and Production of Intelligence will be further delineated in terms of "target areas" listed below:

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25X1

The purpose of relating Goals to "target areas" is to identify the actual end-purpose to be served by Goals and Program Plans, rather than the Agency elements

25X1

9. Goals prepared under the Research and Development category in paragraph 7 and specifically those under the Subcategories shown there must be further delineated under one of the following headings:

> Collection Systems
> Production (including Photo Interpretation)
> Covert Action
> Other (including Commo and Security R & D)

10. In Program Plans the following points should be covered in separate paragraphs:

a. What they will accomplish and how they will meet goals;

b. The target area, wherever possible;

c. The important divisions of effort under programs;

d. Costs, in general terms;

e. How proposed programs differ from existing programs;

f. Comparisons of the probable effectiveness of alternative types of programs designed to meet the same goal; and

g. The main uncertainties in estimating program effectiveness and program costs; and

h. Problems and issues which must be faced in carrying out programs.

11. The exact format for preparing Program Planning Guides will be developed in the review exercise.

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DEFINITIONS

12. Goals should be expressed as planned accomplishments in non-financial terms. They will be the finite objective, or end-purpose of a major program or a family of related programs. In other words, they are an identification of the significant accomplishments over a given period of time that the Agency hopes to achieve. They are output-oriented. Goals provide a means of focusing on the important targets of Agency work and should not be an enumeration of the reasons for all programs.

13. Goals may contain two or more distinct elements. These elements should be set down separately under the major Goal as Sub-elements.

14. Program Plans are the actions designed by the directorates to meet Goals. They need not be in the detail expected in the subsequent phase of program and project definition required in budget preparations.

25X1

16. Categories such as Intelligence Production do not lend themselves to a "project" approach to the extent that this can be done, for example, under Covert Action. The expression of Program Plans under Intelligence Production Goals will, therefore, require the identification and description of implementing functions and personnel (and, perhaps, organizations) working toward specific accomplishments.

FORMAT

17. Formats to be used in the preparation of Goals and Program Plans are contained in Attachments 2 and 3:
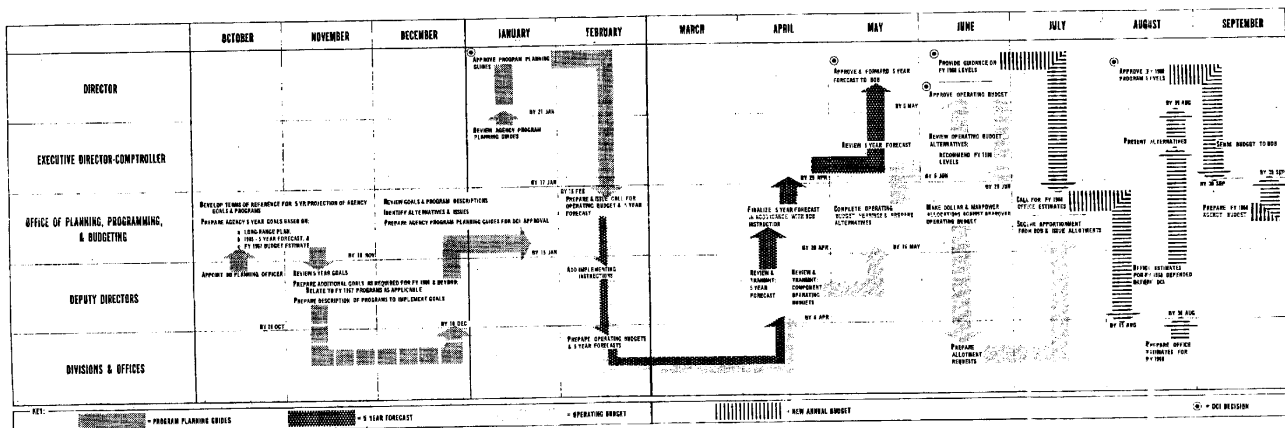
        Attachment 2 - Format for Goals
        Attachment 3 - Format for Program Plans

Forms shown in these attachments are available in O/PPB.

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PLANNING, PROGRAMMING, & BUDGETING CYCLE

	OCTOBER	NOVEMBER	DECEMBER	JANUARY	FEBRUARY	MARCH	APRIL	MAY	JUNE	JULY	AUGUST	SEPTEMBER

DIRECTOR

EXECUTIVE DIRECTOR-COMPTROLLER

OFFICE OF PLANNING, PROGRAMMING, & BUDGETING

DEPUTY DIRECTORS

DIVISIONS & OFFICES

KEY: = PROGRAM PLANNING GUIDES = 5 YEAR FORECAST = OPERATING BUDGET = NEW ANNUAL BUDGET = DCI DECISION

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Attachment 3

PROGRAM PLANS

Note: To be completed by Directorates by 10 December 1966

ACTIVITY CATEGORY: e.g. Intelligence Collection

ACTIVITY SUBCATEGORY: As appropriate -- e.g. Covert Collection, Technical
Collection, etc.

GOAL NUMBER: Indicate here the number assigned to this Goal by the Office of
Planning, Programming, and Budgeting. If this is an additional
Goal, leave it unnumbered.

PROGRAM PLANS: Describe Program Plans designed to accomplish this Goal
according to the Terms of Reference. Important sub-elements
or projects under a Program should be identified and described
individually. Program Plans should indicate what the Program
is to accomplish, the target area, the time at which accomplish-
ments are to be realized, and an estimate of the cost
of the Program annually over a five year period -- i.e. 1966
to 1971. When appropriate, alternative Programs to reach a
goal should be described, including an assessment of their
relative merit and cost.

Use continuation sheets as necessary to describe all the
Program Plans under a Goal.

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Attachment 2

DESCRIPTION OF GOALS

Note: To be completed by the Planning Group by 10 November 1965

ACTIVITY CATEGORY: e.g. Intelligence Production, etc.

ACTIVITY SUBCATEGORY: As appropriate -- e.g. Finished Intelligence

GOALS: Describe Goals in terms of target areas under this Activity Category
or Subcategory according to the Terms of Reference. Sub-elements of
Goals should be identified and described individually. Use continuation
sheets as necessary to describe all the Goals under the Category or
Subcategory.